

20  
CANADIAN

# Welfare

January 15

*In This Issue:*

## **Principles Governing Technical Assistance Programs**

*by Hugh L. Keenleyside*

## **Rehabilitation — A Medical Problem**

*by H. Hoyle Campbell*

## **Personnel Practices in Social Work**

*by Norman Knight*

## **Progress in Housing Canadians**

*by Bernard Foley*

## **For Every Child A Healthy Personality**

*A Report on the White House Conference on Children and Youth*

JANUARY  
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**CONTENTS**

	PAGE
EDITORIAL . . . . .	1
WE TAKE LEAVE OF AN EDITOR . . . . .	2
PRINCIPLES THAT GOVERN TECHNICAL ASSISTANCE <i>by Hugh L. Keenleyside</i> . . . . .	3
REHABILITATION—A MEDICAL PROBLEM <i>by H. Hoyle Campbell</i> . . . . .	9
FEDERAL-PROVINCIAL CONFERENCE . . . . .	14
CORRECTING A PRESS REPORT . . . . .	16
PROGRESS IN HOUSING CANADIANS <i>by Bernard Foley</i> . . . . .	17
PERSONNEL PRACTICES IN SOCIAL WORK <i>by Norman Knight</i> . . . . .	21
MARGUERITE BOURGEOYS: CANADA'S FIRST SOCIAL WORKER . . . . .	24
FOR EVERY CHILD A HEALTHY PERSONALITY . . . . .	26
A PIONEER PROJECT <i>by Mary Elizabeth Bayer</i> . . . . .	28
ACROSS CANADA . . . . .	31
WHAT THE COUNCIL IS DOING . . . . .	35
ABOUT PEOPLE . . . . .	38
BOOK REVIEWS . . . . .	40
COMING EVENTS . . . . .	44

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## *Rehabilitation*

In this issue an outstanding physician outlines some of the problems faced by the medical profession in treating the disabled, and suggests some solutions. Last spring the Board of Governors of the Canadian Welfare Council endorsed a statement of policy in regard to a national program for the rehabilitation of the disabled in Canada. Both Dr. Campbell's article and the Council's statement make it clear that a rehabilitation program must have the cooperation of many different kinds of workers, and must build on the work that is already being done.

Much progress has been made medically in the prevention and reduction of disabilities; the Special Placements Section of the National Employment Service is endeavouring to see that handicapped persons finds jobs to suit their abilities; voluntary societies for the arthritic, the blind, the paraplegic, amputees and others are studying not only the medical needs of the people they serve but also their restoration to productive living; workmen's compensation boards, serving only a limited group, are giving in most cases a pretty complete service to that group, from maximum medical treatment and income maintenance to retraining and re-employment.

But these services are not meeting the full need: very few of the disabled are getting a complete rehabilitation service and far too many are getting none at all. We are at the stage now where we have at our disposal medical, psychological and social skills, and for our guidance the experience of many groups in the use and coordination of these skills. The time is ripe for improving rehabilitation services and extending them to every disabled person, especially now when manpower is likely to be at a premium. For this we need a program and personnel to carry it out.

No disabled person should feel himself a burden to his family and a liability to his community; no family and no community should be paying for the care of a person who could become nearly or completely self-supporting. Every disabled person should have the best medical care, and the physical, psychological and social retraining which will enable him to use his abilities to the utmost. A disability can actually become an asset when the disabled person learns to use the strengths he has, when he has the right job and when he and his family have learned to accept any modifications in life which the disability may make necessary.

## WE TAKE LEAVE OF AN EDITOR . . .

Eurith Goold, who has been managing editor of this magazine for the past eight years, leaves this month to join the staff of the National Y.W.C.A. This is a serious loss to the Council. As secretary of the Chests and Councils Division she has helped the 53 community chests and 20 community welfare councils of Canada with their problems of publicity, organization and operation: preparing bulletins, taking part in conference and committee work, and answering innumerable (and sometimes knotty) requests for help and advice from community groups all over Canada.

As managing editor of *CANADIAN WELFARE* she has done a prodigious job of gathering material, promoting circulation and prodding staff members to meet deadlines for their columns and editorials, not to mention all the editing, proof-reading and cutting-and-pasting which bridge the gap between writer and reader. Fellow staff members appreciate the fine judgment Miss Goold has always used in selecting what is important and appropriate from the mass of material which comes to her desk.

It was in the ominous days of 1940 that Miss Goold came to the Council, and her zeal and devotion have helped it to work steadily through bad times and good, through war years and the few peace years, and through the mighty changes in social welfare which these ten years have brought about.

We are going to miss this little dynamo of energy, but we congratulate the Y.W.C.A. on acquiring for its staff a person who brings so much vigour and conscience to her job.

## . . . AND INTRODUCE AN EDITOR

Marjorie King, who now succeeds Eurith Goold as managing editor, came to the Council last fall to reorganize the library and act as editorial consultant. Although she has never edited a journal before, Mrs. King has done a good deal of behind-the-scenes editing of scholarly papers, magazine articles and so forth. At the School of Social Work in Toronto, where she was research secretary for the five years before she came to Ottawa, she reorganized and administered the library and worked closely with the research committee. It was here that she became much interested in the importance of telling the social welfare story in words that the ordinary citizen could understand. Mrs. King graduated in modern languages from the University of Toronto and later studied in the Department of Social Science, the forerunner of the present School of Social Work. The Council considers itself fortunate in having secured the services of a person of Mrs. King's qualifications, and presents her with confidence to the readers of *CANADIAN WELFARE* as the magazine's new editor.









# Principles Governing Technical Assistance Programs

By HUGH L. KEENLEYSIDE

I AM glad to have this opportunity to speak to Canadians about the United Nations Technical Assistance Program, a venture upon which we are embarked with the other peoples of the world for the benefit of all. Although the full scope of our program is still unfolding, the guiding principles that govern it have been clearly formulated and it is on this aspect that I should like to speak to you.

The exchange of technical knowledge between individuals is as old as humanity. In fact it was the original capacity of men to exchange experience, to build upon the accumulated knowledge of their predecessors and their contemporaries that distinguished them from their early competitors in the race towards what we describe as civilization.

But this was not only an individual characteristic. The history of the ancient peoples contains numerous examples of the deliberate and planned transfer of knowledge from one country to another. For instance, the design of the bit, bridle and the stirrup, as used by man of the more advanced countries, is identical with that illustrated on Chinese memorial stones which were carved as early as 2,000 B.C. The magnetic compass, still in use by the seafarers of the most highly developed countries, was known and used by the same early Far Eastern civilization. In the Third Century B.C. Alexander the Great despatched a mission to China to learn the art of sericulture and silk weaving.

There is, therefore, nothing new in a program for the exchange of technological information, nor is

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Hugh Llewellyn Keenleyside was born in Toronto, Ontario, but grew up in British Columbia, graduated from the University of British Columbia in 1920, and later took his Ph.D. at Clark University. In 1928 he entered the Department of External Affairs at Ottawa and next year went to Tokyo as First Secretary, to open the first Canadian Mission to Japan. In June 1941 Dr. Keenleyside became Assistant Under-Secretary of State for External Affairs; in January, 1947, he was appointed Deputy Minister of the Department of Mines and Resources and, subsequently, of the Department of Resources and Development. In September 1950, he was appointed Director General of the United Nations Technical Assistance Administration.

the provision of technical advice by the people of one nation to the people of another a procedure of recent origin. Indeed, as far back as we can trace the records such assistance has been used as means of welding political, cultural and social ties between nation and nation. Sometimes the motives have been purely humanitarian and disinterested in character, but more frequently the goal has been the improvement of commercial relations, the advancement of national interests, the maintenance of the balance of power, or the winning of economic concessions.

#### A Pooling of Resources

A unique feature about our new program is that here for the first time representatives of all the major nations have united in the establishment of a program under which they will pool their resources to give technical assistance on requests from Member Governments. They have agreed that this program shall not be a means of foreign interference in the internal affairs of the recipient country, and they have undertaken to provide the desired services in the form in which the recipient country prefers to secure them.

This action by the Assembly of the United Nations does not imply disapproval of the provision of technical assistance on a bilateral basis. But it does show clearly that the Assembly considered the establishment of a large-scale program of impartial, objective, and highly skilled technical advisory services divorced from national, business or

extraneous subjective interests, to be a logical outcome of the declaration in the Charter of the United Nations that:

"With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the United Nations shall promote:

- a. higher standards of living, full employment, and conditions of economic and social progress and development;
- b. solutions of international economic, social, health, and related problems; and international culture and educational co-operation; and
- c. universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion."

(Article 55 of the Charter)

#### Fuller Co-operation Inspired

This new and boldly dramatic acceptance of the principles of man's responsibility for man is designed not only to avoid competition between the various existing bilateral programs of technical assistance and the activities of the United Nations, but in fact make imperative the fullest possible co-operation between all Governments that are parties to the programs. It calls for the institution of international economic co-operation between governments for the maintenance and the preservation of peace. It should be our hope that the efforts of our Administration to foster economic and social development in under-developed countries will inspire the peoples and governments of all nations to even

fuller co-operation in the field of economic development.

#### **Relation to Local Needs**

Another feature of our program is the fact that the services rendered by the United Nations must be of the kind desired by the government of the requesting country. They must be designed to meet its needs, must be in the form that it desires and must be designed to strengthen its national economy and promote its political and economic independence. Such principles preclude the arbitrary imposition of schemes devised by foreigners to achieve the political or economic subjugation or exploitation of peoples of less highly developed countries. They prevent the adoption of schemes which would tend to weaken the national prestige or the independence of the recipient country.

It is becoming increasingly clear that any program of economic development on which we embark within the national territory of a requesting country must be organically related to the economy of that country. In one country we may advise on and provide training in improved methods of organizing and operating indigenous cottage industries which are at present unproductive or uneconomical. In another, we may assist the government to establish legislation for the improvement of social conditions, or assist it to review its machinery of governmental administration. Whatever we do must be clearly and tightly

related to the local needs *as the local authorities all see them.*

#### **Principle of Self-determination**

The reason for this emphasis on the principle of self-determination is not merely the natural right of peoples to formulate and control their own destinies for good or for ill. A distinction must be made between the technical knowledge and skills of the industrialized countries and their moral and cultural achievements.

He would be a bold and unwise man who asserted categorically the absolute moral or cultural superiority of the industrial civilization of Western Europe and North America over all aspects of the civilization of the under-developed areas. We must avoid the temptation to try to impose the moral and cultural patterns of the industrialized countries on the under-developed areas. The economically backward countries must be free to pick and choose; they must be able to accept, to reject, to modify, to adapt in accordance with their own judgments or even their own prejudices. The assistance given by our Administration must be of such a character and must be so provided as to be capable of being incorporated into the developing normal life of the recipient country. What we can and should do, is to assist in the formulation of criteria of judgment; but the judgment itself must remain the prerogative and the inalienable right of the peoples concerned.

### **Sustained Efforts Necessary**

The help given by our Administration and by the other organs of the United Nations must not become an external effort, complete in itself. To be successful, it must have the full support and co-operation of the recipient government and, even more important, the good-will of its people. In fact, our hope of success will be determined in large measure by the degree to which the projects undertaken and the proposals advanced represent the inherent desires of the peoples of the countries concerned. Fundamentally it is only the people that count. What the representatives of the United Nations do, and what their governments do, must, to be successful, represent the desires and the needs of the peoples themselves. The observations and principles set forth by the Economic and Social Council to guide the Secretary-General and the executive heads of the specialized agencies participating in the expanded program treat at some length of this question. Among the more important requirements are that the recipient governments must maintain or set up co-ordination machinery to ensure that their own resources are mobilized for the effective use of the technical assistance provided by the United Nations. Governments must also normally pay part of the costs of the technical assistance. Above all, governments must undertake the sustained efforts required for economic development, including continuing support and the progressive assumption of

financial responsibility for the administration of projects initiated under international auspices. Finally under this program the Secretary-General is required to assure himself—before undertaking work of an extensive character involving substantial cost—that the government requesting assistance is giving full consideration to the major capital investments or large continued governmental expenditure which may be needed as a result of this technical assistance.

### **Components of Success**

The components of success for a program of this diversity and these dimensions are manifold. Technical advice alone can do little: in one country in which the United Nations recently completed the first phase of a demonstration project, an area capable of supporting five to ten thousand people, which had lain fallow for centuries, is now growing its first rice crop, and the government has requested that the entire yield be utilized as seed for similarly unproductive areas in other parts of the country. But this project was negotiated at the instigation of the local population and had their fullest co-operation. The government mobilized its resources of finance, manpower and technical skill to support the work of the United Nations expert. Local enterprise, initiative, determination, good-will, finance and adequate manpower all contributed to this success. The absence of any of these components would have resulted not in success but in frustration.





What is most important in the recipient country is the will to improve the lot of its peoples. Today there are few under-privileged people in any part of the world who do not know that a better life is possible. Knowing, they aspire. The governments of such people are successful and are worthy of help only insofar as they strive with intelligence and good-will to meet these aspirations. It is part of our duty to ensure that the real objective of the programs to which we contribute is the improvement of the general living conditions of the people. It has been already demonstrated in other spheres that many ambitious schemes of development are motivated by the desire to enrich the few even at the expense of the many. Fortunately, such has not been the experience of the United Nations, but the danger exists and we must be on guard against it. It cannot be too often repeated that the ultimate objective of our program is the improvement of the economic and social conditions of men, women and children all over the world. We are interested in governments only as a means to this end. It is the human beings that count.

#### A Co-ordinated Approach

It will be clear from what I have already said that I do not believe that economic changes alone will meet the real challenge with which we and our program are faced. Economic development must be accompanied by a corresponding awakening of man's social consciousness and his realization of

the individual and community values of such matters as education, culture and health. In establishing our projects, therefore, it will be necessary to ensure a co-ordinated approach to the problems of the requesting country. Increasing the leisure of the worker without teaching him how to utilize the increased time at his private disposal will result only in dissension and unrest. Our program, therefore, must be designed not only to improve the lot of man as an economic unit of world society, but also to improve his self-knowledge and his ability to live in harmony with his fellows as an informed, effective and humane member of his community.

#### Qualifications of Personnel

The financial support of the nations subscribing to our program will not alone ensure its success. We need men and women as well. The kind of person we require for expert service is usually a competent and experienced technician in his own specialized field. But he must also be capable of communicating that specialized knowledge in the manner that will make his advice most readily acceptable. He must be able to assist the peoples of under-developed countries to realize their highest potentialities. He must, of course, be free of the spirit of carping criticism, the attitudes of national, racial or cultural superiority that have unfortunately characterized some of the most highly developed civilizations. To secure the right kind of expert, we shall require the fullest co-

operation of the governments of the more developed countries. These governments must realize that, having embarked on this program of international co-operation, it may be necessary on occasion to subjugate the natural desire to forward immediate domestic interests to the wider development of a flourishing world economy. This will, in the end, contribute to the material welfare of the nations that are prepared to make a present sacrifice.

#### **Worthwhile Task**

I am sure that I am expressing the views of all my colleagues in the Technical Assistance Administration when I say that we would not be engaged in the furtherance of this program if we did not believe that millions of people in under-developed areas, who are now weighed down by the continual struggle for existence, can be assisted to a fuller realization of their true potentialities—both economic and social.

Canada is in an especially fortunate position to contribute to this program of technical assistance

to the less-developed countries. On one hand, Canada has achieved a high standard of living for its people, reflected in advanced industrial, agricultural and technical development. Accordingly, it has a substantial corps of scientists, engineers, economists and administrators and other skilled professionals equipped with the knowledge of the latest developments in the techniques of their respective fields. On the other hand, Canada is almost unique among the economically advanced countries in the variety and extent of its unexploited resources. Its technicians in many fields are, therefore, familiar with the problems of applying their knowledge and techniques in new circumstances and under the conditions of the frontier. The pioneering spirit of its people is not daunted by the vast perspective of work to be done, envisioned in the program of technical assistance. I feel confident, therefore, that the United Nations technical assistance will receive the benefit of the co-operation and support of the people of Canada.

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#### **COMMISSION ON CHRONIC ILLNESS**

**T**HE new Commission on Chronic Illness, in the United States, has called a national conference to explore ways of preventing chronic disease. The conference will be held in Chicago March 12-14, 1951. Discussions of this "working conference" will be based on authoritative summaries of present-day scientific knowledge regarding prevention and early detection of major chronic diseases including cancer, heart disease, arthritis and rheumatism, neuro-muscular disorders including poliomyelitis, multiple sclerosis, cerebral palsy and epilepsy, and also diabetes, blindness, deafness, tuberculosis and syphilis.

# Rehabilitation - A Medical Problem

By H. HOYLE CAMPBELL

(Condensed from a paper given before the British Columbia Medical Association)

**T**o walk and to work are fundamental functions of man: he houses himself, he eats and sleeps, to prepare himself to do these things. The society in which we live survives on the abilities of its members to produce. Illness and injury interfere for longer or shorter periods with the ability of the individual to produce, or may limit seriously the amount he may do. We live in a society where the rights of the individual are protected and his individual achievements valued. If a man is unable to achieve, his fellows find it imperative that he be kept alive and that he and his family be supported. Illness and injury become not only a vital matter in the physical, mental and economic state of the individual and his family, but in our society at large. In short, they are a social problem.

The social services of our country are called upon, then, to do something for the people that curative medicine is keeping alive in increasing numbers. As medicine is a social service, the rehabilitation of disabled and handicapped persons is a medical problem.

## Teamwork in Rehabilitation

The Baruch Committee in the United States divides total rehabilitation into three phases: medical, social and vocational. Medical rehabilitation is "the restoration of people handicapped by disease, injury or malformation as nearly as possible to a normal physical and mental state". Social and vocational rehabilitation include re-training and re-educating these persons so that they may, if possible, be re-employed and restored to a suitable family life.

As rehabilitation is a continuous process, the services of doctors, nurses, physical and occupational therapists, psychologists, prosthetic experts, public health nurses, sociologists and vocational and re-training workers must all be co-ordinated. Some patients will require none of these services to solve their particular problems; others will require some help; and a few will require all the help that a full program can give.

## The Doctor's Part

A rehabilitation program must have the backing of the doctor in charge of the case. Who else can

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Dr. H. Hoyle Campbell is a specialist in reconstructive and plastic surgery, and a clinical teacher in the Faculty of Medicine, University of Toronto. He is also President of the Canadian Occupational Therapy Association.

assess the seriousness of the disability and estimate the good or harm of a particular regime? Who can give a prognosis and outline the expected result of treatment but a doctor? If the general practitioner cannot answer some of these questions, the specialist in physical medicine may be able to assist him. What can the man do physically? What about his mental problem? What can he be taught to do? These questions the doctor must answer, and not just on a form.

#### Nature of the Problem

It has been estimated that in Canada roughly 15,000 seriously disabled persons are accumulating annually who require rehabilitation, without even considering the geriatric problem. Medicine in the past has been primarily interested in the diseased part or organ of man, often neglecting the effect of losses of function on the performance of the whole man. The specialist has been more at fault in this "part medicine" than the general practitioner to whose care the patient eventually returns. But the constant influx of new cases for diagnosis and treatment leaves the general practitioner no time to carry the load of rehabilitation. Special associations for particular conditions, such as arthritis and rheumatism, paraplegia, amputations, etc., are doing what they can to help the seriously disabled in their groups, but the lack of co-ordination of welfare, vocational and prosthetic services makes full rehabilitation too time-consuming for the doctor to carry through.

The civilian not covered by D.V.A. or Workmen's Compensation has no program to meet his needs.

#### Who Can Co-ordinate Rehabilitation Programs?

Government agencies, stimulated by the pressure of welfare organizations and the special associations mentioned above, are now forced to consider ways and means of tackling the problem. How does this affect medical practice? The field of medicine may be divided into three divisions: preventive medicine, curative medicine and rehabilitation. Preventive medicine is largely under government management now, and rehabilitation, from the very nature of its operation, must receive government aid. Curative medicine is still in our own hands, but according to the accepted definition of rehabilitation, which states that it begins with diagnosis, some people might expect government to take over all three fields of medicine. A brief was recently presented to the federal Department of Health by a lay group in which the following statement was made: "An organizational environment must be provided within which the cooperation can be made effective, in terms of developing and carrying out a unified plan, which will insure the rehabilitation of the individual case." This refers to the coordination of medical, surgical, psychiatric, social, prosthetic, vocational retraining and job placement services. Certain political groups would expect that the only agency capable of providing such an environment is the government.

### **A Twofold Problem for the Medical Profession**

Rehabilitation confronts us, then, with a twofold medical problem: service for re-establishing our patients, and the possible effects of a government-directed rehabilitation service on our mode of practice. I cannot believe that the short-term acute illness, from which the patient makes a more or less complete recovery, can so shake the economic structure and state of national health that an expensive comprehensive state health scheme is necessary. The cost of a long-term chronic incurable illness or disability, however, could not be borne by any of us in this age of high taxation.

What is the answer? To provide an all-inclusive state service may bring with it regimentation under the absolute authority of a political appointee untrained in medicine. The chronic long-term disabled cases, however, need the help of a co-ordinated rehabilitation program.

Should the program be specially designed in a special hospital with specially trained personnel to deal with each kind of disability? Surely unnecessary duplication would follow, and it would not be economically sound to set up local programs for diseases comparatively rare in any given community.

But if rehabilitation programs are to be practicable they must be set up on a community basis. A knowledge of a variety of available jobs and opportunities in any local area demands that the pro-

gram of rehabilitation be administered locally rather than at some distant point. Administration at a provincial or federal level could not cope with local conditions efficiently.

### **Where Should the Local Program be Placed?**

The general hospital is looked upon by some as the place where all these things should be done. Yet in going through the wards of our hospitals one finds bed after bed taken up by chronic incurable cases, whose chance for any form of rehabilitation is past, or by patients too old for further re-employment in any case. Most of them do not require the skilled nursing, surgical or medical supervision that the general hospital is set up to give, but we have nowhere else to send them, and we have fewer and fewer beds available for patients who might be re-established quickly.

Must we not now define the purpose of the general hospital? Should we not limit it to the type of treatment it is best able to give, diagnostic and curative? It would of course have a small physical medicine establishment which could function as the radiology department does. The man in charge of this is the specialist in physical medicine. As he must serve both surgeons and physicians, he must be trained for this and his administration of his department be similar to that of the radiologist.

By his special knowledge he can weed out the cases that experience has shown cannot be rehabilitated

in the general hospital but who require further care. He will integrate the services of physio-therapists and occupational therapists (who are the technicians of physical medicine) and coordinate the vocational and rehabilitation services available in the area.

The general practitioner must continue the management of the problem cases throughout, and get the advice and help of the physical medical specialist as he gets that of the radiologist or pathologist.

What happens to the patient who cannot be re-established through the general hospital? Surely it is here that community help, lay, professional and local governmental, comes into play. A convalescent rehabilitation hospital near, but apart from, the general hospital, can be set up at relatively low cost per bed to give service to those who can be successfully rehabilitated but whose rehabilitation is too long a process to be economically carried out in a general hospital.

Since such an institution and its medical staff must be under governmental control and finance, let it be administered at the local level under a board composed of local professional and lay persons. It can well be financed by provincial and federal grants. The medical administrative officer should be, in my opinion, a good general practitioner primarily, one trained in physical medicine. His position should be a full-time one. The additional medical help should be paid for on a fee-for-service basis

as specialist help is paid for under D.V.A. This help must include the services of surgical, medical and psychiatric specialists as required. I see no need for special operating facilities in these active rehabilitation centres if a general hospital is nearby where patients can be sent for any surgical work required.

#### **Special Hospitals for Special Cases**

Where, however, highly specialized reconstructive work is needed for some of the most difficult problems, it may be necessary to transfer patients to a special hospital designed and staffed to treat such problems. One or more of these highly specialized centres might be necessary in each province. In these, operating facilities would be desirable. Such centres would best be located near university centres, for teaching purposes. The application of the "all, some or none" principle of rehabilitation would sift out of the local program those who might be rehabilitated by very special treatment and those who can never be rehabilitated in any program.

There will always be the problems of those who will remain totally disabled or who, because of advanced years cannot be re-employed. If they could be taught to feed themselves, dress themselves and look after their persons, they might return home. If this is not possible and there are sufficient numbers of these persons, an additional institution in the community is required. As no active treatment is being given them, these patients should be trained to do for each

other what they can, so that the services of highly trained attendants are not wasted. Lay helpers can be expected to do their good work here.

#### **The Problem of Re-employment**

One sad thought arises in every doctor's mind from time to time: the disease is cured, the part re-trained to function to its maximum, the patient has been made fit for some kind of employment—but local industry will not re-employ the man, because of the persisting disability. Fortunately management and foremen do what they can. Have the trade unions tackled this problem? Would a Disabled Persons' Act help? This I will leave you to consider.

#### **Disabled Children**

We have discussed the working population and the elderly—the children are not forgotten. Each general hospital should have a pediatric division for medical, surgical and psychiatric treatment in the curative field. The special hospital in a university or other large city for special surgery and rehabilitation might have a large children's section, or a special children's hospital might be used. Congenital abnormalities, cerebral palsy, poliomyelitis, deafness and other handicaps will require special care. Where possible, after discharge from the curative general hospital, the rehabilitation and training should be carried out in

the local convalescent and rehabilitation centre.

#### **What Organized Medicine Can Do**

Organized medicine must seek a solution to the problems of rehabilitation. First I think it must take the lead in instituting some such program as I have outlined with which to meet our social needs. Let us keep the general hospital to the diagnostic and curative field, and build low-cost accommodation for our rehabilitation programs. We must push the existing health insurance now sponsored by the Canadian Medical Association, being careful to see that our members are paid fairly and in full for their efforts, for they also must live, educate their families, and pay taxes.

We must train members from our own ranks to fill the needs for physical medical specialists. This specialty should not be a subsection of internal medicine, as it is more surgical than medical in its scope. We should see that our universities give more courses of instruction for the technicians of physical medicine, physiotherapists and occupational therapists, so that we may have personnel to augment the work of physicians. Let us think well on this problem: many less qualified than ourselves have much to say, and if not guided will institute some plan not in the best interests of organized medicine.

# The Federal-Provincial Conference

THE 1950 Federal-Provincial Conference marked the acceptance by the Federal Government of the recommendations of the Joint Parliamentary Committee on Old Age Security. People concerned about social welfare are therefore likely to agree with Health and Welfare Minister Paul Martin's comment that the Conference is a milestone in Canada's social progress. Some, however, will echo the cry of Newfoundland's Premier Joseph Smallwood: "This is not the conference we had hoped for."

It certainly was not the 1945 conference over again. While the spirit of co-operation was much stronger, the range of discussion was much less wide. In 1945 the federal government tabled a comprehensive, integrated, and controversial series of welfare proposals, the famous "Green Book." This time concrete proposals were put forward on only two subjects, old age pensions and tax agreements with the provinces, and Prime Minister St. Laurent was obviously in no expansionist mood when he said that his government would have "to take careful stock of its position before entering into any further commitments in social security."

"It is evident," he told the conference, "that the more of our resources we are obliged to devote

to . . . precautions designed to prevent war, the less there will be available for other purposes."

Why, then, did the government go as far as it did?

The Prime Minister said it was because of the "widespread approval" given the old age committee's report. Mr. Martin, when asked by this magazine, said it was "because it is our belief that Canada's defences against aggression must be complete, and one of the best of these is a system of measures to counter poverty and insecurity."

Fair enough, and many Canadians will be reassured to know that sufficient popular demand, or, as the Prime Minister says, "widespread public acceptance," will apparently still bring action and get results, even though social welfare has for the time being taken second place to the immediate and necessary steps required for national defence. Curious though it may seem, unemployment insurance, family allowances, and now a program of greatly expanded old age pensions have all been proposed or initiated in times of stress.

Although they agreed with the Prime Minister and his colleagues about the perils that face the country, the premiers weren't necessarily prepared to forget entirely about social welfare. They wanted, most of them, the new

and better old age security program. Premiers Douglas of Saskatchewan, Campbell of Manitoba, and Smallwood of Newfoundland insisted on the importance of continual advance in social welfare.

Mr. Douglas said that one of our best defences is an adequate social welfare and social security system. "For this reason," he stated, "we are hopeful that in spite of the international situation we will not take the position that we have abandoned the proposals of 1945. . . . We are convinced that social security and national security are closely related."

Mr. Campbell suggested that the federal government assume responsibility for high employment and the relief of those who are not eligible for unemployment insurance or whose benefits have run out. Support from the national treasury is also required, he said, for the assistance of those who, on account of bad health or for other reasons, are permanently unable to support themselves. He also called for a national contributory system of health insurance.

Although post-conference reports say that the whole range of social welfare was discussed during the closed committee sessions, not all the premiers were as aggressive as others about a federal social security scheme. Premier Duplessis of Quebec said he failed to see how further centralization of legislative, financial and administrative powers could be justified. Premier Mac Donald of Nova Scotia opposed federal subsidies, but said that

each level of government should have its own distinct responsibilities and be equipped financially to discharge them. Alberta's Premier Manning spoke against "handouts" from the federal government and said that subsidies should never be regarded as charity. That is why, he said, his government had consistently opposed subsidies based on need.

Mr. Manning was not entirely in favor of the proposed old age scheme, either. A compulsory contributory scheme is, he said, undemocratic. Herbert Anscomb, B.C. Minister of Finance, representing Premier Johnson, questioned the contributory aspect of the pension. His province favored a contributory pension, he said, "as long as we understand the definition of contributory to mean exactly what it says."

Mr. Anscomb may or may not have been satisfied on this point when the conference ended but at no time in the public discussions was there any precise definition of what contributory will actually mean in financing the proposed old age pension. Never was there any mention that amount of pensions would or should be linked to contributions, as is the case, for example, in Great Britain and in commercial insurance. A flat-rate minimum pension is what is proposed. The report of the Parliamentary Committee suggests that pensions might be financed through a special tax imposed by the Federal government on incomes. Under such an arrangement

a man who had "contributed" two percent, say, of an annual salary of \$3,000 would get the same pension as a man who had paid on a salary of \$1,800, indeed probably the same pension as a man who had not been able to afford any contribution at all.

The problem of devising schemes of social security is never simple. In Canada it is made even less simple by the wide range of eco-

nomic conditions across the country and the opinions which reflect those conditions. We have had a long struggle to gain anything like agreement on social security and tax problems, and limited as the agreement may now be, it is surely something to have got not only some acceptable financial arrangement but another step towards solution of one of our most urgent social security problems. D.C.

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**T**HREE are 674,500 Canadians of 70 and over, all of whom will be eligible to receive a \$40-a-month old age pension when and if, the necessary six steps are taken to make the plan effective. These six steps are:

1. Every province must consent to the transfer of this social security jurisdiction to the Federal Government by means of a constitutional amendment.
  2. The Government of Canada must ask the United Kingdom Parliament for a change in the British North America Act, Canada's constitution, which is a statute of the British parliament.
  3. The United Kingdom Parliament must approve the amendment, a formality but nevertheless a time-consuming procedure.
  4. The pensions bill must be dealt with in the Canadian Parliament.
  5. An administrative machine to cover Canada must be set up.
  6. There must be a registration of all those eligible, a registration which will require proof of eligibility.
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### CORRECTING A PRESS REPORT

By an unfortunate mistake, the report of the Public Welfare Division's Committee on Public Assistance, presented at the January meeting of the Division in Regina, was attributed in a Canadian Press story to three members of parliament, Donald M. Fleming, David Croll and Stanley Knowles. The committee presenting the report actually consisted of 40 people. Mr. Knowles and Mr. Croll are members, but Mr. Fleming, although invited, was unable to act and was therefore in no way responsible for the report. All committee members of course act as private citizens and not as representatives of other bodies. The Canadian Welfare Council regrets very much that this mistake was made and that it has caused embarrassment to valued friends.

# *Progress in Housing Canadians*

By BERNARD FOLEY,

*Central Mortgage and Housing Corporation*

HIGHER construction costs and competing demands for certain types of building materials and labor, as a result of unsettled world conditions, will have some effect on Canada's housing output in 1950. In spite of these factors, however, it still appears likely that the country's record of 91,000 new dwelling units in 1949 may be surpassed. The exact total will be governed by the extent to which the building industry has concentrated, during the latter part of the year, on finishing units begun in 1949 or during the first half of 1950.

Federal government assistance for house construction through the lending facilities of its major housing legislation, The National Housing Act, 1944, climbed to a new peak in 1950. Present estimates are that financing has been provided for between 35,000 and 40,000 units, as compared with a total of 25,000 in 1949.

The increase in NHA lending operations can be attributed, in some measure, to 1949 amendments to the Act which is administered by Central Mortgage and Housing Corporation. Higher loans on extended periods of repayment, authorized by the amendments, have brought home-ownership within the means of thousands of

families who had previously found the initial outlay or "down payment" for a house beyond their ability to meet.

The changes in the lending provisions of Part I of the Act, under which loans are made to prospective home-owners and builders building for sale, authorize loans of up to 80% of the lending (appraised) value of a house. In addition, a supplementary amount equal to one-sixth of the basic loan may be furnished where the cost or selling price of the proposed dwelling is considered "fair and reasonable" by the Corporation.

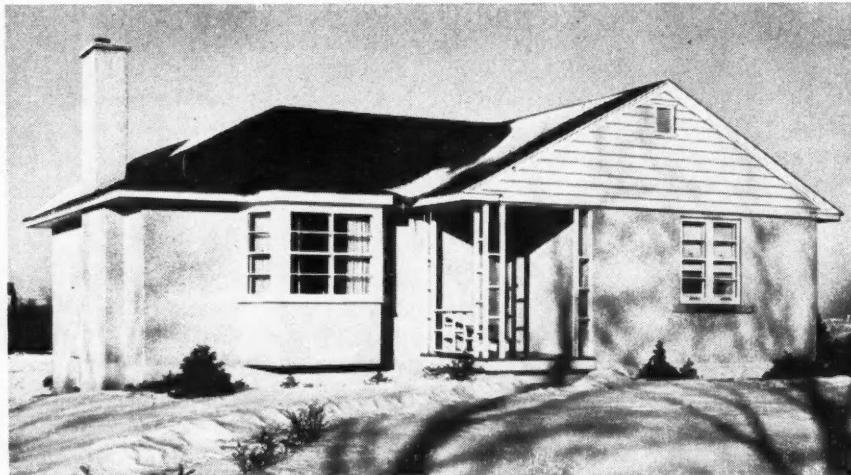
In line with Government policy to combat inflation, however, lending values are being held at their January, 1950, level. Increases in construction costs during the year have consequently tended to reduce to some degree the advantages of the new higher loan provisions of the Act, as the additional costs must be borne by the borrower as part of his down payment. In most instances loans are provided under a joint arrangement by approved lending institutions and the Corporation but, where the Corporation is satisfied that assistance is not available as a "joint loan", direct loans by Central Mortgage and Housing Corporation may be made on identical terms.

**Loans under Part I of the Act** form a large percentage of NHA lending operations. But there are other NHA facilities designed to provide assistance for specific requirements, such as loans for rental purposes, loans to limited-dividend companies for the construction of low-rental units, loans to primary industries for the provision of suitable accommodation for their employees, and farm housing loans. Co-operative groups are eligible for either home-ownership or rental housing loans similar to those afforded individual homeowners and builders. In addition, the Rental Insurance Plan is providing incentive to builders constructing rental housing.

While the quantity of new construction undertaken is of utmost importance, quality is not being sacrificed to achieve increased pro-

duction. All houses built with NHA financing assistance must meet at least the minimum standards of construction established by the Corporation. Where municipal building requirements are above those of the Corporation, the local regulations must be observed.

With increasing operations under the National Housing Act, it is interesting to note the income status of families making use of this type of assistance to build or buy homes. While the loaning provisions of the Act have been criticized as providing facilities for only those families in the higher income groups, an analysis of the incomes of 15,000 borrowers who built or purchased homes under the Act in 1949 indicates that 55% of the borrowers were in the "middle income" group with incomes of between \$2,400 and

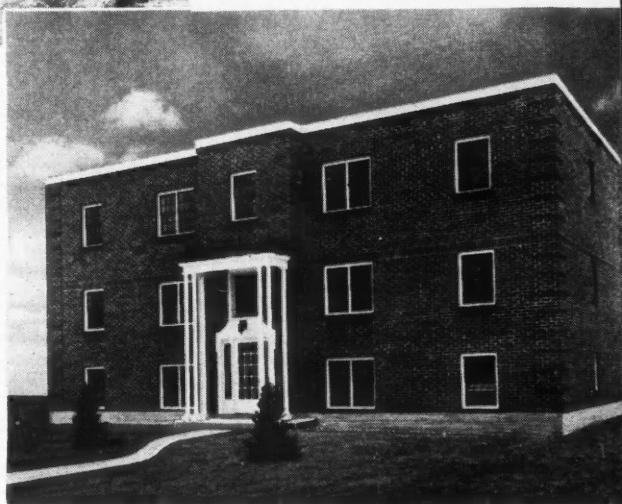


**This attractive bungalow is typical of thousands of new houses being financed under the home-ownership provisions of the National Housing Act. Low interest, uniform monthly payments and longer periods of repayment highlight NHA loans.**



**More than 12,000 rental units have been built or approved for construction under the provisions of the Rental Insurance Plan which guarantees builders an annual return on their investments in approved projects.**

**Brant Court Apartments at Burlington, Ontario—one of several limited-dividend projects—provides modern accommodation for Old Age Pensioners, widows receiving a Mothers' Allowance and veterans with a small pension. Apartments rent for \$16 and \$21 monthly.**



\$3,500. Eleven per cent of the loans were made to borrowers in the "lower income" bracket with total earnings of less than \$2,400, while the remaining 34% of the loans went to families with incomes of more than \$3,500.

Another criticism which is heard is that home-ownership is often forced upon families who cannot afford to live in the houses. The analysis showed that the average ratio of gross debt service—amount required for principal, interest, taxes and insurance—to NHA borrowers' incomes amounted to 18.5%. When considering applica-

tions, the Corporation proceeds on the principle that the average family should not spend more than 23% of its income for principal, interest, taxes and insurance. Applications will not be approved, except in special circumstances, if the ratio of debt service to income is more than 23%.

In December, 1949, Parliament passed another amendment to the National Housing Act, preparing the way for development of a national program of publicly assisted housing based on the co-operation of all levels of government, federal, provincial and municipal.

Through this legislation, incorporated in the new Section 35 of the Act, the Federal Government offers financial assistance for two purposes: the development and servicing of residential land to be sold to builders and home-owners; and the direct construction of housing, for sale or rent, where the production of new housing by private builders is considered insufficient. Rental accommodation may be built for lease at economic or subsidized rentals, depending on the type of housing most urgently required.

For both purposes, land assembly and housing development, the Federal Government will provide 75% of the initial cost of a project, while the remaining 25% is to be furnished by the provincial government or the province and the municipality concerned. Operating profits or losses will be assumed on the same basis. Complementary legislation enabling them to enter into Federal-Provincial housing agreements has now been passed by all provinces except Alberta, Nova Scotia and Prince Edward Island.

Several projects have already been undertaken under the new arrangements between the senior governments. In St. John's, Newfoundland, 140 low-rental units are being built on a suburban site previously owned by the city while in Ottawa, London and Windsor, Ontario, large tracts of land are being developed for residential construction. A number of other

projects are now being negotiated including a subsidized rental development for Vancouver.

With the introduction of the new Federal-Provincial housing program, construction activities under the Veterans' Rental Housing arrangements will come to a close as units undertaken under 1949 agreements are completed. This plan, carried out in co-operation with municipalities throughout the country to provide accommodation for ex-servicemen and their families, was a continuation of the construction activities of Wartime Housing Limited. Altogether nearly 50,000 units were built by Wartime Housing Limited and Central Mortgage and Housing Corporation, and rents with a few exceptions do not exceed \$37.50 monthly. Approximately 12,000 of these units have now been sold to tenants or municipalities where they are located.

Despite five and a half years of unprecedented house construction, there is still a shortage of housing in Canada, especially for families in the lower income brackets. In 1949, however, new housing exceeded net family formation considerably and some progress was thus made towards reducing the backlog of housing need. The extent to which this backlog has been reduced in 1950 is not yet known but it is apparent that the present rate of production must be maintained for some years to come if satisfactory living accommodation is to be provided for all Canadians.

# Personnel Practices in Social Work

By NORMAN KNIGHT,

*Former Chairman National Committee on Employment and Personnel Practices,  
C.A.S.W.*

"CALIBRE of service given, the morale of staff, recruitment of able young persons, and a valid resolution of professional responsibility by agencies and individual workers are all irrevocably bound up with the level of personnel standards and employment practices." This closing sentence of the "Report of a Study on Salaries and Other Employment and Personnel Practices in Canadian Social Work" published in *The Social Worker* of April, 1946, aptly summarizes the reason why this subject has long been the concern of professional social workers in Canada. The report was the result of a study initiated by the National Committee on Personnel and Employment Practices of the Canadian Association of Social Workers. From it was developed a code of "Personnel Practices in Social Work", accepted by the C.A.S.W. in 1949.

The code has been sent to all members of C.A.S.W. and to interested welfare organizations both public and private and, thanks to the Quebec City Branch of the Association, has recently been made available in French. On the recommendation of the Committee on Personnel of the Canadian Welfare Council, the Board of Governors of the Council has now endorsed it as the minimum stand-

ard of practices desirable in social agencies.

This pamphlet is a guide to both employing agencies and social workers. The establishment of standards of employment and personnel practices is basic to efficient operation, since "social work is most effective when practised by qualified staff working under good employment conditions which enable the worker to apply all his energy, skill and knowledge to the needs of the people whom he serves." That the social worker shares responsibility for establishing and maintaining good practices is made clear by the following statement of principle: "The social worker obligates himself to conduct which is professionally responsible both in relation to his work and to his employer." The recent reactivation of its National Committee on Professional Ethics is evidence of C.A.S.W.'s acceptance of that responsibility.

The first principle laid down by the statement is that graduation from a recognized school of social work is the best preparation for practice of the profession. Another basic principle is that training, experience and personal suitability and skill in performance should be determining factors in employment, "without regard to race, national origin, colour, sex, creed,

marital status or residence, unless the function or auspices of the agency require otherwise". The statement also supports the principle of "equal pay for equal work" regardless of sex.

The report goes beyond general principles to specific recommendations: a written personnel policy, approved by the governing board of the agency, is urged; a standing committee on personnel, with provision for presenting the staff point of view on personnel policy, is also recommended.

Responsibility is placed upon the agency to keep up to date a written description of duties, and a precise statement of qualifications necessary for each position. Written standards of performance are also considered essential for the proper evaluation of staff. Definite salary ranges are advocated, with provision for annual reviews and salary increments related to the growing competence of the worker. Periodic review of the entire salary structure is considered necessary, in the light of information about salary standards in comparable jobs in social work and related fields.

The statement emphasizes that all expenses necessary to the performance of the job, such as transportation costs and payment for attendance at luncheon meetings, conferences, etc., should be assumed by the agency. The failure of the employer to cover such expenses forces upon the worker the unhappy choice of missing something of value in his work, or

making further demands upon his own already battered budget.

The agency should have arrangements for compensation for workers injured on duty, and for protecting those who are required to drive cars. Participation in group medical and hospital plans should be encouraged, and should be worked out in consultation with employees.

The statement suggests procedures to be followed in employing staffs and in applying for jobs, for both agency and worker have responsibilities in these matters. The agency should inform its employees of vacancies in the organization, and give them an opportunity to apply. In all cases applicants are entitled to all pertinent information about the job and the agency. Applications in writing are preferable, and the prospective employer should make full use of references and other valid means of evaluating the applicant's qualifications. Both employer and employee have an obligation to be frank in preliminary discussions and sincere in carrying out the terms of any agreement reached; in taking employment the worker implies his acceptance and support of the policy, function and philosophy of the agency. A specified probationary period for new workers is recommended, with adequate supervision during this time and impartial evaluation at the end.

Practical suggestions are made about physical working conditions, such as sufficient light, heat and other amenities, and special men-

tion is made of a basic requirement often lacking in agency settings, sufficient privacy for confidential work with clients. A work week of a specified number of hours, with compensating time off for evening or week-end duty, is advocated. The Association endorses the principle of the five-day week and urges its adoption wherever possible.

Conditions of service should include definite leave provisions. In view of the fatigue caused by the numerous pressures under which the great majority of social workers operate, a month is recommended as a suitable vacation period, with pay. A minimum of 1½ days' sick leave each month, with pay, is called for, the unused leave to accumulate to provide reasonable protection against a prolonged illness.

The importance of adequate supervision, both in the interests of efficient administration and the professional growth of the employee, is emphasized in the statement. Staff members should be encouraged to take part and provide leadership in meetings of various kinds; staff, inter-agency and community. By their very function, social workers are in a good position to learn the strengths and weaknesses of agency and community services, and they should be encouraged to bring these to the attention of agency authorities, with a view to improving services both within the agency and beyond. Paying the expenses of staff members attending social work

conferences is regarded as a good investment of agency funds: by exchanging experiences and absorbing new ideas employees are enabled to improve the agency's service. An annual evaluation by the immediate supervisor is important both to the agency and to the worker; the worker should take part in the evaluation and read the final report.

In promoting workers, past performance and capacity for the job in question are of primary importance; seniority should be taken into account only after the other two factors have been considered, but seniority may be given more relative weight when reduction of staff is contemplated. A minimum of 30 days' notice is advised for terminations, with a longer period if possible to allow time for transfer of work. Agencies are urged to maintain personnel records of each employee, containing all relevant applications, references, contracts, evaluations and correspondence. Because they are confidential these files should be carefully protected.

"Personnel Practices in Social Work" is a brief statement of principles and practices that are regarded as essential by the professional association. Agency executives, board members, chest and council officials and personnel directors of government departments employing social workers are urged to study it carefully and support its recommendations. Copies may be obtained free from the Canadian Association of Social Workers, 18 Rideau Street, Ottawa.

# *Marguerite Bourgeoys:* Canada's First Social Worker



WHEN Marguerite Bourgeoys died in Ville-Marie, on January 12, 1700, a young priest wrote: "If saints were canonized as in former days, one would say tomorrow the mass of Saint Marguerite of Canada". But on such decisions, Rome proceeds very slowly. Only in 1878 was Marguerite Bourgeoys to be declared "venerable"; in 1910, Pope Pius X in Rome recognized the heroism of her virtues. This year, two hundred and fifty years after her death, she will be proclaimed "Blessed", and finally, in some near or distant future, "Saint Marguerite Bourgeoys".

In Eastern Canada and United States we are familiar with the

teaching order which Marguerite Bourgeoys founded. La Congrégation Notre-Dame supervises the education of thousands of children and young girls in parochial schools, high schools, "écoles ménagères" and colleges for young women. Although this religious order, the first one founded on American soil, is occupied now only with teaching, the fact remains that its founder was a pioneer of social work in Canada.

Marguerite Bourgeoys came to Canada in 1653 at the request of Monsieur de Maisonneuve, the founder of Montreal, who saw the need for teachers who would not be cloistered. But when Marguerite reached Montreal, she found no children to teach, because the first babies born in the colony had died. Instead she helped Mlle Mance to care for the sick of the Hôtel-Dieu. She visited families and taught mothers how to care for their children and their homes and gave them encouragement when conditions became difficult.

On her return from her first trip back to France, Marguerite Bourgeoys brought with her 32 "filles du Roi". These young women had good family background but were poor. The King of France gave them a dowry and sent them to Canada to get married. They were housed by Mother Bourgeoys and taught how to keep

house and rear children. When one of them was thought to be ready for marriage, Mother Bourgeoys would put a sign on her door which said: "Fille à marier". Then a soldier or settler with his best clothes on would come to this first Canadian matrimonial agency to choose his mate.

But Mother Bourgeoys thought of the underprivileged also. She started both in Quebec and Montreal establishments called "La Providence" where girls learned arts and crafts so that they could earn their living. In 1689, Monseigneur de St-Vallier asked Mother Bourgeoys to open in Quebec an "hôpital général". It is said that on this occasion, Mother Bourgeoys, then sixty-nine years of age, undertook to cover alone on foot, early in March, the distance between Montreal and Quebec. "L'hôpital général" was meant for the sick and the indigent, who were taught

a trade—Canada's first vocational rehabilitation service. Three years later, the hospital was taken over by a cloistered order. Mother Bourgeoys paved the way for many social organizations, but left it to others to continue the job.

At the same time numerous schools for French and Indian girls were being started, but this work was beset with difficulties. Marguerite Bourgeoys had to resist pressures from all sides which wanted to have her order become a cloistered order. She had a clear vision of the needs of her time, and knew that her sisters had to go about the community freely to accomplish their work as educators.

Initiative, skill in organization, pioneer spirit, unlimited service to God and the community, characterize this wonderful woman who has made such a great contribution to our country.

M.H.

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**I**t is easy to talk about brotherhood for other people. Are we practising it? Are our own attitudes right? Do you believe that members of our own groups are superior to others? Does our daily conversation reveal that we believe in the dignity of all people? Do we treat all people with respect? What do we teach our children? Do we teach them by word and example that all people are equal in the sight of God and under the laws of our land? Do we encourage them to deal fairly with children of all cultural backgrounds? Do the things we say and do at the dinner table and in our family life reflect our belief in the equality of all people? Or do our children receive from us the false ideas of superiority and inferiority of groups of people? . . . Is brotherhood practised in our own business? Do members of all groups have a chance at the jobs in our businesses and factories? Is there a real chance for promotion to the highest levels on the basis of merit? Do our labor unions restrict their membership to certain groups?"

—Canadian Council of Christians and Jews, for  
Brotherhood Week, February 18-25, 1951.

# FOR EVERY CHILD A HEALTHY PERSONALITY

*White House Conference on Children and Youth, 1950*

**A**T THE call of President Truman, almost six thousand people assembled in Washington for the fifth White House Conference on Children and Youth from December 3rd to 7th, 1950. The first of these conferences was called in 1909, and subsequent conferences have taken place in 1919, 1930, 1940 and now at the mid-century. Through these conferences the American people have attempted to use their concern for children as the real test of their democracy. The developments during the years have shown the remarkable effects which this conference method has had upon community programs which affect children.

The interdisciplinary nature of this White House Conference made it truly outstanding. In the preparatory work of organization and in the preliminary study and fact finding, and through the meetings themselves, physicians, educators, psychiatrists, ministers of religion, sociologists, lawyers, social workers, and psychologists worked together, bringing the knowledge and experience of their professional groups, and fitting their several disciplines into the mosaic of a healthy personality for which the conference was attempting to establish a pattern. One of the major tasks of the conference was

the extension of understanding of each profession by the others so that all might play their full part in serving the children of the United States. The delegations to the Conference could be analyzed in many ways. All states and territories were represented and the 5,000 delegates spoke on behalf of more than 100,000 Americans who had taken part in the preliminary work of local, state and national committees. Youth and age were there, negro and white, lay and professional.

Partly because of belief that their deliberations would be of interest and use beyond the boundaries of the United States, and partly because they were anxious to test their philosophy and practices against the philosophy and practices of other countries, the National Committee for the White House Conference invited a group of foreign observers to share in the mid-century White House Conference sessions. Representatives came from thirty-seven countries; sixty-four came from Canada. These foreign observers mingled freely with the American delegates in the Conference sessions and in small gatherings of a more social nature.

Early in the meetings, one speaker defined what was meant by the healthy personality which

the Conference was seeking for all children. A person with a healthy personality was described as one who is free to operate at nearly peak physical and mental capacity, one who can open his mind and heart to warm relationships with others, one who knows he must produce his own passport to success, one who can meet defeat with equanimity and one who stands for the ways of peace. Working from this point, through general sessions, work groups and panels, the conference considered seriously the methods which must be adopted if the children of the United States are to have an opportunity to achieve a healthy personality according to this definition.

The Conference recorded its belief in the primacy of spiritual value, democratic practice and the dignity and worth of every human being. They found that children require for their fullest development:

- Regard for their individual worth and sensitive respect for their feelings.
- Loving care and guidance from mothers and fathers, who have a sense of the privilege and responsibility which parenthood involves, and who have confidence in their capacity to rear a child.
- A secure home that is free from want, and dread of want, and provides all family members with a satisfying physical, aesthetic, social and spiritual environment.
- A community whose citizens are dedicated to establishing the values and practices that make life meaningful and abundant for children of all colours, creeds and customs, and

to cooperative endeavor for the expression of these values and practices in daily living.

- Full access to health, educational, recreational, social and religious services and programs, directed toward the well-being of all they serve.
- Concern on the part of all citizens for all children.
- Devotion to the pursuit of knowledge and the wide application of that which is known.

If they are to grow in:

- Trust in themselves and others.
- Independence and initiative coupled with a true sense of being related to others.
- Satisfaction in bringing individual and shared tasks to completion.
- A sense of personal destiny, of the responsible parts they will eventually play as parents, workers, citizens.
- The capacity for the love that underlies the family, and that ideally comes to embrace all mankind.
- Creativity that brings into being new life, new relationships, new values, and new things of beauty and usefulness, and cherishes them for their worth.
- Integrity that sees each life as personally meaningful within the period of history in which it is lived, and in relation to enduring values."

The needs of children in Canada do not differ from the needs of children in the United States or anywhere else in the world. Hence the White House Conference on Children and Youth can make a major contribution toward the understanding of the needs of Canadian children within the framework of our traditions, our organizations, and our methods.

K.P.B.

# A PIONEER PROJECT

By MARY ELIZABETH BAYER,  
*Executive Secretary, Central Volunteer Bureau, Winnipeg*

**I**t began when the Central Volunteer Bureau organized a picnic for Senior Citizens as a part of Winnipeg's mammoth Birthday Celebration. Over 1,500 people attended, and 360 volunteers helped with driving, entertaining and serving refreshments. Everyone was impressed by the obvious need for such an event in the lives of elderly citizens. They were found to be bored and lonely, living in dingy rooms, unwanted and ignored. They needed something to do, a new interest in living. The Central Volunteer Bureau of Winnipeg is proud of a tradition of pioneering, and this seemed to be a challenge.

A Senior Citizens' Recreation Committee was set up by the Bureau at the request of the Welfare Council. The Committee consists of individuals rather than representatives; those who were asked to help have a real and personal interest in the problem.

The first step was to pool all the available information about existing services that the committee members could contribute. Then a questionnaire was sent out to every organization or agency in the city which offered any service to senior citizens. The results of this survey indicated clearly that there were thousands of elderly people for whom there was no planned recreation at all.

Much valuable experience was discussed and evaluated by the committee as they studied the methods and success of the Golden Age Club, sponsored by the National Council of Jewish Women; the Soroptimist Club described in detail the work they were doing for elderly ladies; full reports came in from Gordon House in Vancouver. The Committee took advantage of every opportunity to learn more about the whole problem and possible solutions before they took action. There was a good cross-section of opinion during all these preliminary meetings; the Committee included a member of the Group Work Department of the School of Social Work, University of Manitoba, members of the Organizations and agencies who have years of experience with the aged, members of the C.V.B. Board who were particularly interested in some activity such as driving or entertaining, and the Executive Director of the Welfare Council, who was the link between the Bureau's Committee and the Council's Care of the Aged Committee.

When the Committee came to the point where they were ready to go into action, the value of their careful planning was clear. A huge spot map of the city, showing where the population is concen-

trated, also indicated the presence of a community club. This gave the answer to the question "where". Winnipeg has a great many more community clubs than any other city of similar size, but for the most part the activities of the clubs have centered around young people. It was obvious that if there was a community club right in the middle of an area that housed a large number of senior citizens who needed a recreation program, something definite could be done immediately.

Before the project could be launched on a city-wide scale, it seemed wise to experiment with a relatively small group in one community. To this end, an approach was made to the West-End Memorial Community Club through their ladies' auxiliary. They were tremendously enthusiastic, and a planning committee was set up. The C.V.B. sent three members; one person who had professional experience with senior citizens, one resident of the district, and one other member who was to be the continuity person for future planning. The ladies' auxiliary appointed three representatives, and then four local senior citizens were invited to attend the meetings. It was agreed that this nuclear committee should carry on for the time being, and that eventually the senior citizens themselves would elect officers and plan their own programs. The ladies were more than willing to be responsible for refreshments.

To reach potential members of the club, the C.V.B. prepared an

invitation leaflet which was sent to people living in the area, ministers of local churches were consulted, and all members of the ladies' auxiliary scouted around their neighborhood, with considerable success. The name chosen for the new organization was the Pioneer Social Club, which seemed appropriate for a number of reasons. Magazines were collected for distribution; plans were made for playing whist, bridge, cribbage, chess, checkers and the like; song sheets were procured, and one of the members volunteered to play the piano.

Since the opening day in March, the activities of the Pioneer Social Club have been interesting both from an experimental and personal point of view. The members have expressed their enthusiasm time and again. One eighty-year-old summed it all up when he said, "This makes us young again; it's so nice to have something to look forward to every week". New members are added each week; there are 52 on the roll now. Naturally their interests vary: four old gentlemen are quite happy playing cribbage all through the afternoon, regardless of program or tea.

The members enjoy a sing-song and of course the old familiar tunes are the best. They love to hear a song or two, and they like to have a few children around. Some of the ladies, for lack of a "sitter", bring their youngsters with them when they come to help with the tea, and certainly no one objects. One afternoon a volunteer fiddler

started tuning up, and a handsome white-haired Irishman, who had not said a word all the time he had been in the room, came over and offered to "call-off" if they wanted to have a square dance. It was a great success. Another day the members had an amateur concert, with almost half the members participating. Movies were shown on another occasion, as a special treat.

So far, expenses have been negligible, but future costs will be met through voluntary contributions put in a small closed container which is placed on a table near the door.

A couple of volunteer drivers look after the few very old or crippled members who are well enough to get out but cannot make it on their own. There is a wonderful spirit of happy co-operation about the whole project.

Overtures are now being made to other community clubs, and the C.V.B. is confident that the project will expand until there are similar clubs all over the city, serving all senior citizens regardless of race, creed, or financial condition. We have a real responsibility to these people, and the sooner we develop such programs as this the better it will be for the community.

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#### U.S. SOCIAL SECURITY AMENDMENTS, 1950

UNDER Public Law 734 the U.S. Social Security Act is amended to extend social insurance coverage to virtually all working people other than farm operators, a few professions, and part-time domestic or agricultural workers. This will help in time to reduce the number of people who have to look to public assistance for aid. The new legislation includes a new category for the permanently and totally disabled which, says the American Public Welfare Association, "moves in the direction of our hopes for a comprehensive assistance program."

The mother or other adult caretaker of a dependent child, under the A.D.C. program, will now receive an additional allowance of \$27 for her own needs; and the general grants for child welfare administered by the Children's Bureau have been almost doubled.

The new law also provides for increasing the present old-age and survivors' insurance benefits, and after September 1950 any person aged 65 or over may qualify for immediate payments if he has as much as six calendar quarters of work under social security. After January 1, 1951 these changes will affect nearly eight million additional workers and their families.

# ACROSS CANADA

**Education for Motherhood** The Canadian Child Health Association announced recently that it is beginning a country-wide crusade to spread medical information to mothers and expectant mothers. In Toronto, E. Frank Trimble, general director, said the association has the support of women's institutes, provincial and local councils of women, and church groups.

**Civil Defence Training** Saskatchewan's Welfare Minister, Hon. J. H. Sturdy, announced recently that a provincial civil defence school will be opened early in 1951 at Fort Qu'Appelle. Mr. Sturdy said the cost of training, to municipalities, will be \$50 per trainee, unless the federal government foots the bill.

**Care for Chronically Ill** Winnipeg has opened its new Princess Elizabeth Hospital for the chronically ill. This hospital, the only one of its kind in Western Canada, was formally opened last April; however, repairs necessitated by the flood forced postponement of admission of patients until last month.

**New Pay Regulations for Special Force** The fear that has been expressed by Canadian social workers and family agencies regarding the financial difficulties of wives of soldiers of the Canadian Army Special Force have been somewhat alleviated by new pay and allowance regulations announced recently by the army. Late in December all military personnel received increases of pay; officers and men of the

Special Force are required to assign some of this to their dependents. In addition, married members of the Force with one or more dependent children now receive an extra \$15 a month as a separated family allowance, all of which must be assigned. Here are some examples of what the new regulations mean: a trained private, married, with children, previously had to assign \$103 a month out of his \$141; now he will have to assign \$126 out of \$170. A sergeant with children previously assigned \$125 out of \$176 and now will assign \$150 out of \$216.

**Western Conference on Social Work** The third biennial Western Regional Conference on Social Work will be held in Winnipeg May 7-10, 1951. Sydney McArton, assistant director of public welfare in Manitoba, is secretary of the planning committee.

**Treatment for Disturbed Children** A new method of treatment for mentally disturbed children was reviewed recently at a Montreal meeting sponsored jointly by the Canadian Association of Social Workers and the Mental Hygiene Institute of Montreal. Mrs. R. E. G. Davis and Dr. Baruch Silverman, director of the Institute, described the method, which is based on group treatment of anti-social, aggressive, and excessively shy children. Children are brought together and permitted to play on their own time schedule, without pressure. Under trained guidance they gradually lose their bad characteristics and make a more satisfactory adjustment to life.

**Survey of Recreation** A survey to determine how many children in Halifax schools do not have access to recreation facilities is to be undertaken by the Recreation Division of the Halifax Council of Social Agencies.

**Federal Health Grants** A federal grant of \$211,500, which is expected to be matched by the Quebec Provincial Government, has been made to the Montreal Neurological Institute of McGill University. The money is to be used to enlarge the bed capacity of the famous treatment, teaching, and research institute and to provide extra scientific equipment facilities for research and treatment. It is expected that the grant, made under the federal health grants scheme, will enable the institute to increase its present capacity of 75 beds by an additional 141. The grant, and its provincial counterpart, will be used as part of a more than \$2,000,000 building project expected to begin at the institute this spring.

Health hazards from radioactive materials and from silica and alumina are among problems to be investigated with equipment being obtained for Ontario's division of industrial hygiene with the aid of a federal health grant. More than \$5,000 of the grant will be used for equipment which can rapidly assess the quantity of radium, radon and gaseous radioactive materials to which a person may have been exposed. Known as a particle counter, this piece of apparatus was developed by the United States Atomic Energy Commission.

The remainder of the grant, about \$6,500, will be spent on equipment for investigating health hazards associated with exposure to dust containing particles of silica and alumina and for studying environmental problems such

as humidity, temperature, lighting and ventilation.

The Rehabilitation Society for Cripples, Montreal, has been awarded a federal grant to help develop its work among crippled children, Hon. Paul Martin, Minister of National Health and Welfare, disclosed recently. Although only about two years old, the Society has already established itself as a valuable agency in providing rehabilitation services in Montreal. Its ultimate aim is to offer a full range of assistance: physical, mental, social, and vocational. The federal grant will pay part of the salary of a physiotherapist and of an instructor in remedial physical training and will meet the costs of a quantity of physiotherapy apparatus. The grant totals almost \$9,000.

**New Minimum Wage Rates** Some 75,000 men and women in Quebec industries and trades are expected to benefit from a 20 percent increase in the province's minimum wage rate for some classes of workers. The new minimum applies to about 500,000 people who are not organized into labour unions; many of these, of course, have been receiving more than the minimum.

**Agency Review in Vancouver** An agency review committee has been set up by the social planning committee of the Greater Vancouver Community Chest and Council. Formed at the request of the city's forty Red Feather services, it will study the administration and work of each agency, as well as its place in the city-wide social welfare program. The committee is chaired by Mrs. Frank F. Smith.

**Counsellors in Family Courts** Hamilton social agencies are investigating the possibility of introducing a "court counsellor" into the local family court. This is a system

used successfully in Toronto, and would mean that instead of the four or five social workers usually present at family court there would be but a single counsellor who would take over much of their work. He would have an official standing in the court, whereas social workers operate without this advantage. According to Judge H. F. Mott, of the Toronto Family Court, a court counselling service settles a great majority of family disputes out of court. In the last six months his court handled almost 12,000 cases; only 163 required formal court action.

**Care of Aged in Hamilton** The Hamilton Council of Social Agencies is gathering information on cases where aged pensioners are finding it difficult to get adequate medical care and adequate housing. A recent letter from the Council to the Board of Control outlined the problem in some detail and is now receiving serious attention from the mayor and other civic officials. According to the Council, there are in Hamilton no institutions where an aged couple can be looked after together. It is likely that out of the current study will come recommendations for a new home for the aged, probably of the "cottage type."

**Lecture Course on Old Age** The Welfare Council of Toronto has recently completed its series of lectures on "Living in the Later Years," given in co-operation with the extension department of the University of Toronto. There were about 135 registrations for the full course, with steady attendance and interest. In addition, numbers of people attended individual lectures. Some of the titles of the lectures were: The old person and his family; recreation and sheltered workshops; physical medicine, including nutrition; counselling older

people for employment; income; mental diseases of old people, psychosomatic medicine; living arrangements for older people; and old age security.

**The Atkinson Paediatrics Grant to Queen's University** Charitable Foundation, Toronto, has given \$50,000 to Queen's University for the establishment of a chair of paediatrics. The grant will be spread over five years, at the rate of \$10,000 a year. Dr. Bob Roy MacGregor, present part-time professor of paediatrics, will withdraw from private practice to serve as full-time paediatrics chief. The Atkinson Charitable Foundation was established by the late J. E. Atkinson, publisher of the *Toronto Star*.

**Immigrants Still Wanted** Government authorities are reported to be concerned about the decline in the flow of immigrants from Europe. The number from the United Kingdom declined 46 percent in the first 9 months of 1950; the number of immigrants from all countries during this period dropped 28 percent. The decreases have led the Government to ease immigration restrictions, to subsidize air passage from Europe, and to send top officials from the Immigration Department to Europe to study what can be done to increase the movement of new citizens to this country. In late November, Premier Frost of Ontario announced that his province plans to bring in 17,400 skilled workers for hydro projects, mines, and other work.

**Hospital for Alcoholics** A publicly owned hospital for alcoholics has just been opened at Erindale, near Toronto. The building, an 18 room house, was bought by the Ontario Department of Health for \$40,000 about a year ago. It has since been completely redecorated and

modernized. The University of Toronto, Queen's University, and the three teaching hospitals of Toronto—Toronto General, Saint Michael's, and Western—are co-operating in the project.

**National Rehabilitation Conference**

The Conference, originally scheduled for early last spring but postponed due to the inability of some provincial delegates to attend because of the Winnipeg flood, will be held in Toronto on Feb. 1, 2 and 3.

Honourable Milton F. Gregg, conference president, explained that this is the first Federal-Provincial conference of its kind in Canada. It is being arranged under the joint sponsorship of the Federal Departments of Labour, Health and Welfare, and Veterans Affairs. Invitations have been extended to provincial officials of all ten provinces, national voluntary agencies, and individuals with special experience in this field to join federal authorities in studying rehabilitation programs in Canada and abroad with a view to extending the services in this country to provide more adequate rehabilitation measures for the disabled.

Among the things to be discussed during the three-day meeting are regis-

tration, medical diagnosis, medical treatment (including physio, recreational and diversional therapy), vocational guidance and training, special job placement services, social welfare and follow-up processes. In addition to federal and provincial officials whose work relates to the aiding of the handicapped, many delegates are expected to represent national bodies, such as the Canadian National Institute for the Blind, the Canadian Welfare Council, the Canadian Legion and other groups with special interests in this field.

**Towards a Modern Penal System**

A special committee, headed by Eric Pepler, Deputy Attorney-General, and including E. G. B. Stevens, Chief Probation Officer, and Dr. C. W. Topping, professor of sociology, has just completed a report on Prison Reform in British Columbia. Attorney-General Gordon Wismer, in outlining the principles contained in the report, said: "Our aim is to modernize completely our penal system, placing emphasis on rehabilitation more than punishment." All prison guards, he said, would be specially trained with the new approach in mind, and consideration was now being given to penology at the University of British Columbia.

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## FRENCH CANADA IN TRANSITION

**T**HE economic, industrial and sociological changes that have taken place in the Province of Quebec over the last 50 years will be reviewed on the first three Thursdays in February in the broadcast documentary series CROSS SECTION (8.30 p.m. on the CBC Dominion network). The February 1 broadcast will contrast the tourist's view of French Canada with the real thing. On February 8 C. Everett Hughes' book *French Canada in Transition* will be the basis for the broadcast, and on February 15 a trade unionist, an industrialist, and a sociologist will discuss current social and economic trends.

## *What The Council Is Doing*

The Board of Governors of the Council at its last meeting expressed regret at the resignation of Eurith Goold, secretary of the Community Chests and Council Division, and voiced appreciation of her faithful and efficient service over the past ten and a half years. The executive director has been authorized to secure a qualified successor.

**The Public Welfare Division of the Council held its second mid-winter meeting January 9-11 in Regina. The first morning was taken up with consideration of the Council's brief on rehabilitation of the handicapped; the afternoon was given over to the report of the Division's committee on the needs of the aged. The whole of the second day was allotted to public assistance. On the third morning, a number of public welfare topics were discussed in small meetings, and during the afternoon two subjects were considered: the Indian Bill, and citizen participation in a public welfare program. The Premier of Saskatchewan addressed the dinner meeting on his province's health program, and Professor John S. Morgan spoke on civil defence at the luncheon. This meeting of the Division, like its predecessor in 1949 in Winnipeg, was a great success and a fuller report of**

**the proceedings will appear in our next issue.**

The Council has a new finance committee, under the chairmanship of Trevor Moore, Toronto. Gordon Konantz, Winnipeg; Ray Milner, Edmonton, and Fred Stapells, Calgary, are members. . . . An executive committee, the formation of which was approved some time ago, is now working and held its first meeting shortly after Christmas. Mrs. W. Kaspar Fraser, president of the Council, is chairman. Other members are W. M. Anderson, Toronto, Lawrence Freiman, Ottawa; W. B. Snow, Ottawa, Jean-Marie Guérard, Quebec, C. E. Hendry, Toronto, Trevor Moore, Toronto, Ben Sadowski, Toronto, and Bishop Berry, Peterborough. . . . W. B. Snow, Council treasurer, has agreed to chair the nominating committee and is now selecting his associates. . . . The Council Committee on personnel in social work has now been fully manned; a list of members follows: Miss Marjorie Smith, Vancouver, Professor John S. Morgan, Toronto, Dr. John J. O. Moore, Montreal, Roger Marier, Quebec, Dr. S. Jaffary, Toronto, Mrs. Helen Palca, Toronto, Miss Joy Maines, Ottawa, Eugene Sparrow (Chairman), Toronto, Miss Irene Allen, Toronto, Hugh G. Christie, Regina, Samuel Cohen, Toronto, Stanley Crow, Toronto, Mrs. Robt. McQueen, Winnipeg, W. K. Rutherford, Ot-

tawa, Mrs. J. W. Smith, Toronto, Alex Gibson, Toronto, Lillian Thomson, Toronto, Miss Gwyneth Howell, Montreal, Miss Amy Leigh, Vancouver, Norman MacKenzie, Toronto, Miss Marjoria L. Moore, Winnipeg, Mlle Lambert, Montreal, Lloyd Richardson, Toronto, Rev. John G. Fullerton, Toronto, Kenneth L. Young, Toronto, Joseph Willard, Ottawa, Mrs. W. Kaspar Fraser, Toronto (ex-officio), R. E. G. Davis and Miss Bessie Touzel of the Council staff.

The annual meeting of the Council will be held in Toronto, at the King Edward Hotel, May 2-4, 1951. A planning committee has been set up under the chairmanship of Mrs. Milton Gregg, Ottawa. Other members are: Mrs. H. R. Kemp and Miss Cairine Wilson, both of Ottawa; and Phyllis Burns, E. R. McEwen, and David Crawley of the Council's staff. Three meetings of the committee have already been held and program planning is well under way. The theme of the annual meeting is not yet finally determined but will likely be related to responsibilities for social welfare in a time of military preparedness. The Council has not held its annual meeting in Toronto since 1943 and it is expected that an attendance record will be set.

The Family Division of the Council has an inquiry under way among member agencies to discover what is happening across

Canada about education for family life. The agencies are being asked if they are interested in work of this nature and a Division project relating in some way to it may be organized . . . . The Division has set up a committee on case recording, under the chairmanship of Mrs. May Titterington, Vancouver . . . Elinor Barnstead, Montreal, is chairman of a committee on practices in relief giving.

The 1950-51 Board of Governors of the Council held its third meeting on Nov. 27, in Montreal. The next meeting will be held on Jan. 31, in Toronto. In Montreal the Board heard a resolution from the Council committee on personnel in social work, presented by Dr. John J. O. Moore, director of the McGill University School of Social Work, asking that the Council initiate at once discussions with the Department of National Health and Welfare with a view to gaining substantially increased grants to the schools of social work. Training of social workers, the resolution says, is being hampered and limited by serious financial difficulties, while demand is not only increasing but is likely to be increased still more by civil and military defence preparations. . . . The Board also heard a request from the Canadian Conference on Social Work for continuation of the services as executive secretary of Phyllis Burns, now secretary of the Child Welfare Division of the

**Council. The Board agreed that this request should be granted if possible. . . . Reports to the Board were also made by W. Frank Prendergast, Toronto, chairman of the public information committee; Conrad Saint Amant, Montreal, for the Council's French Commission; and Carl Reinke, Montreal, chairman of the Community Chests and Councils Division.**

The Community Chests and Councils Division held a three-day meeting in Toronto early this month. National publicity and public relations, multiple appeals for financial contributions, and the participation of organized labor in community chests were three major items discussed.

The articles on toys written last year by E. R. McEwen, secretary of the Recreation Division, were so successful that he wrote another set for use this Christmas, extending the range to include everything from simple blocks for two-year-olds to construction sets for the nines and tens. The four articles were sent to about 70 daily newspapers and a single article condensation to over 400 weeklies. Wide interest was shown in these stories and some papers dressed them up with photographs.

The Child Welfare Division is planning a "workshop" on adoption, to be held in London, Ontario, next month, under the leadership of Miss Ray Godfrey, Toronto. If

successful, similar meetings will be held in other parts of Canada. . . . The Division's committee on child welfare statistics, under W. B. Bury, Toronto, is developing statistical forms suitable for use everywhere in Canada in the hope that through their use better national statistics will become available. . . . The child protection committee of the Division, under the chairmanship of Dorothy Coombe, Vancouver, is working on the basic material for a pamphlet on principles and standards in adoption.

**The Council's Public Information Committee (W. Frank Prendergast, Toronto, Chairman) held its second meeting in Toronto on December 11. David Crawley, staff member in charge of the Public Information Department, reported to the committee the extremely favourable response to a questionnaire sent to over 400 member agencies of the Council probing interest in a proposed public relations bulletin. The committee is looking further into the matter and is of the opinion that such a bulletin would be a valuable service to social agencies. . . . Plans are being made by the committee to add to its number representatives of the various Divisions of the Council. . . . Of all the publicity media available to welfare agencies, the committee feels that radio is probably the most successful. The possibility of the Council making radio transcriptions of short speeches and inter-**

views on welfare topics is being explored. The Council now has on hand for rental to social agencies several sets of transcriptions, including the HI, NEIGHBOR! series and three series of THE INQUIRING PARENT. . . . The committee was pleased to note that during a recent two-week period the Montreal *Gazette* used Council material in eleven stories and editorials.

An article by Phyllis Burns, secretary of the Child Welfare Division, recently appeared in *Canadian First Aid*, the magazine

of the St. John Ambulance in Canada. It was called "Protection of Children in Canada." . . . Henry Stubbins is back in the office after over three months on loan to the Community Chest of Greater Toronto. Late in February he will leave for a seven-week field trip to Western Canada. . . . The 1951 edition of the Social Work Year Book, published by the American Association of Social Workers, is now available. The article on "Canadian Social Work" was written by R. E. G. Davis, executive director of the Council.

## A B O U T      P E O P L E

The Family Service Bureau of London has appointed **Deryck I. A. Thomson** as Executive Secretary, succeeding **Mildred Thomas**, who was acting Executive-Secretary, and who remains on the staff as senior case-worker. Mr. Thomson received the degree of Master of Social Work from the University of Toronto last fall. **Mrs. Margaret Gray**, who graduated from the Toronto School of Social Work in 1949 with a bachelor's degree, has also joined the London Family Service Bureau staff.

**James R. Eakins** has moved from his position as associate secretary of the John Howard Society of Alberta, to become warden of the new provincial jail which is being constructed at Bowden, Alberta. Mr. Eakins will be the first professionally trained

social worker to be in charge of an Alberta penal institution.

**Jean Lambert** has resigned as public relations secretary of the Community Chest and Welfare Association of London and has gone to Kitchener, Ontario, to a dual job as secretary and public relations assistant for the new Kitchener-Waterloo Family Service Bureau.

**Samuel Bronfman** recently retired as president of the Montreal Federation of Jewish Philanthropies, after occupying this position of leadership for eighteen years.

**Josephine Kilburn**, outstanding psychiatric social worker of British Columbia, has retired after over 20 years service in the province's mental hygiene and child guidance services. In a newspaper interview





recently, when asked about modern youth Miss Kilburn said today's children are even better than their fathers. "They get a little more publicity, that's all," she commented.

**Dortha M. Jackson** has taken over as managing director and acting superintendent of the Children's Aid Society of Simcoe County, succeeding C. Howard Naphtali who is now the director of the Community Chest and Welfare Association, London, Ontario.

**Mrs. Margaret Trost** has been appointed field work supervisor at the Maritime School of Social Work. Mrs. Trost has had considerable experience in teaching and social work and was until recently a case worker with the social service division of the Department of Veterans Affairs, Halifax.

Professor **Charles E. Hendry**, University of Toronto School of Social Work, has been elected vice-chairman of the American Association for the Study of Community Organization. Professor **Alan Klein**,

of the same school, has been elected to the executive of the Recreation Directors Federation of Ontario.

**Ernest Lee** has resigned as chairman of the National Council on Physical Fitness and director of the Physical Fitness Division of the Department of National Health and Welfare. Mr. Lee is now in California, continuing his university training. **Dr. Doris W. Plewes** is acting director of the Division.

**Mary MacPherson** has left her position as executive director of the Children's Aid Society of Annapolis County and is now working with the Catholic Children's Aid Society of Toronto. She has been succeeded by **David Armstrong**.

The Child Welfare Branch of the Saskatchewan Department of Social Welfare and Rehabilitation announces that **Vera Sutter** has been appointed supervisor of the family division, and that **Mrs. Donna Hunt** has been appointed supervisor of the adoption division.

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## REHABILITATION IN AUSTRALIA

In December, 1948, The Social Services Consolidation Amending Act of Australia gave authority for the establishment of a Commonwealth scheme for the rehabilitation of physically handicapped persons. Persons in receipt of, or applicants for, invalidity pension or unemployment or sickness benefit who can be made employable through rehabilitation services, are eligible for service if their disability has lasted for at least 13 weeks and is likely to continue for another 13 weeks. It is intended, when facilities are available, to extend rehabilitation services to all civilian handicapped persons.

A person undergoing retraining receives a rehabilitation allowance equal to the amount of invalidity or unemployment benefit, and wife's or children's allowance to which he is or would be entitled, as well as a weekly training allowance of £1. A rehabilitant receiving training away from his usual place of residence may be paid a living-away-from-home allowance.

# BOOK REVIEWS



**UP THE YEARS FROM ONE TO SIX.** The Department of National Health and Welfare, Ottawa, 1950, 208 pp. Free. Distributed through the Provincial Departments of Health.

This is a most attractive book. It is lavishly illustrated. Photographs of children in action illuminate and fortify the subject matter. The line drawings are gay, amusing and trenchant: one, and sometimes two to a page, they make clear that there is never a dull moment in the household of a child who is climbing the years from one to six.

It is disappointing to find certain contradictions and inconsistencies in it, particularly as some of them are of the sort that may confuse mothers and fathers. It is probably difficult to achieve complete consistency in a publication of this sort, which is the joint product of several divisions of one Department, (Child Care and Maternal Health Division; Mental Health Division; Nutrition Division; Dental Health Division, and Physical Fitness Division). However, it is felt that since the book is designed to provide support and direction to parents, a more determined effort might have been made to eliminate inconsistencies altogether.

The book is divided into three parts. Part I: Growth and Development; Part II: Behaviour, and Part III: Common Problems and Diseases. In Part III the chapters on accidents and illnesses appear to be most useful. Part II constitutes a unit in itself. It is sound in viewpoint and is self-consistent. The emphasis is on the meaning (to child and parent) behind any procedure, and an attempt is made to help

parents to be natural, unafraid, understanding and joyous in the nurture of their children. In Part I a more rigid point of view prevails. This is most evident (1) in the area of toileting ("By eighteen months he will seldom wet himself if he is led to the toilet often enough"), and, with reference to bowel control, "Glycerine suppositories may be used"), (2) in the area of eating ("If your child does not eat his first course in from 20 to 30 minutes, terminate the meal then without comment"), and (3) in the area of cleanliness ("He should learn to keep his clothes clean"). Statements of this sort are apt to be misconstrued and may lead conscientious parents to overzealousness or to feelings of inadequacy when perfection in training is not achieved.

It must be pointed out that a more understanding point of view with respect to all these points is set forth later in the book. It is unfortunate that they should have been allowed to creep in to mar what is, on the whole, so excellent and so useful to all those who have the interests of the young child at heart. Perhaps the best suggestion to prospective readers would be to approach Part I with some discrimination; to read Part II carefully and entirely, and to use Part III as a handy reference.

ELEANOR R. LONG,  
*Infants Homes of Toronto.*

**VOLUNTARY SOCIAL SERVICES SINCE 1918** by Henry A. Mess and others. Routledge and Kegan Paul, London, 1948. 255 pp. Price (Can.) \$4.25. Obtainable in Canada from British Book Service (Canada) Limited, Toronto.

The authors of this book outline the development and achievement of voluntary social services and indicate the direction which voluntary effort can and should take in a democratic society.

The study covers, mainly, the period between the two wars, but there is interesting material also which shows the beginnings of the rising tide of concern on the part of small groups of individuals for the need of the less fortunate, in the early part of the century. A picture also is given of the effect on voluntary organizations of conditions which prevailed during the war, the change or extension of function of many of those already in existence, and the provision of new services to cover some of the enormous problems which developed.

The writers show how skilled voluntary services, provided sporadically over the country, influenced the establishment of statutory services to meet the needs of all the individuals or communities having similar problems. The account of the work done, in this respect, by the national consultative and co-ordinating organizations, such as the National Council of Social Service, the National Council for Maternity and Child Welfare, the National Association of Boys' and of Girls' Clubs, to mention only a few, should be of great interest to social workers both lay and professional. These bodies not only stimulate citizen responsibility for problems arising in their own areas, but also through the media of local committees, field staff visits, publications and so forth, encourage greater efficiency in the work of each unit. One of the most important functions of these national bodies is that they present to governmental or other bodies, facts for the country as a whole about a given situation at any time.

The survey indicates that while

voluntary effort paved the way for statutory provision in part or in whole, such provision also greatly influenced the aim and development of voluntary services. Released from the necessity of providing for basic needs, they were able to refine their services and also to direct their endeavours towards unmet needs. Needless to say, the assumption of responsibility by government departments of services which had formerly been the sole prerogative of voluntary organizations, did not go forward without criticism and fear on the part of the latter, and according to the writers, their attitude hampered their usefulness when new legislation was being considered and later implemented.

This book was originally planned by Henry Mess, who was for a number of years Director of the Tyneside Council of Social Services and later a Reader in Sociology in the University of London. Mr. Mess died before he had proceeded very far but the project was considered of such importance that ten outstanding social workers were brought together to write about different fields of voluntary social work.

The book is for the serious reader who is anxious to know the British situation and how Canadian workers in the social services may learn from it.

ROWAN M. PATERSON,  
*Executive Director The Haven, Toronto.*

A COMPARISON OF DIAGNOSTIC AND FUNCTIONAL CASEWORK CONCEPTS, edited by Cora Kasius. Family Service Association of America, 1950. 169 pp. Price \$2.00.

This symposium, which is the outcome of the work of an F.S.A.A. committee to study basic concepts in casework practice, presents for the first time a relatively full comparative study of the two current "forms" of practice in casework. The book is remarkable

for its excellent organization of material, seen primarily in the concise and clear presentation of the two approaches in terms of differences: differences in concept of personality structure, in method and in concepts of responsibility. This is carried on to a more detailed examination of the differences in technique, illustrated in the case of each by two case records.

There is, however, little or no examination of the likenesses between the two methods, or the concepts common to both, because "certain common denominators of practice, which at first glance seemed to be similar, were found to have quite different meanings and applications when related to each other" (p. 7). This statement is made in the opening chapter, causing some discouragement perhaps to the hopeful reader who looks forward to a united casework front and who feels that there is more in common even than the basic desire to help people. It can certainly be granted that there are differences, for example, in the use of relationship between client and worker according to the diagnostic and functional approach, but there seems, to this reader at least, to be also a common basis in the use of it as a dynamic experience for the client.

The four case records used are all good choices for the purpose of this book. They all represent situations in which the problem was one primarily of personal adjustment rather than the need for concrete service. They are well edited and are followed by analyses which indicate the difference in approach used by the respective workers.

This book is undoubtedly an excellent addition to any social worker's professional library. It is perhaps only the present writer's unbounded optimism that leads to some disappointment

with the book's implication that these differences in helping people in trouble are irreconcilable. Apart from this, the symposium offers a thoughtful and careful presentation of a very timely subject and one that both practitioners and teachers may use effectively in broadening their own knowledge.

RAY GODFREY,

*School of Social Work, University of Toronto*

**THE LABOUR GAZETTE**, Fiftieth Anniversary Edition. Department of Labour (Circulation Branch) Ottawa, September, 1950. Price 50 cents.

This is a most interesting and attractively produced volume: nearly 300 pages, profusely illustrated with photographs and charts. The present and former Deputy Ministers contribute their reminiscences, the heads of the major central Labour organizations their greetings, and the Department generally an imposing collection of special articles on past and present Ministers of Labour, the Canadian worker in a changing economy, fifty years of trade unionism and of labour legislation, immigration, unemployment insurance and the employment service, conciliation law and practice, fair wage policy, four Canadian labour pioneers, the Winnipeg strike, Canada and the I.L.O., and a host of other subjects.

One of the most interesting articles is the one on the Canadian worker in a changing economy. Some months ago, a distinguished Canadian editor, reviewing this very volume, observed lugubriously: "Only in that school (experience), and only after a long course of tuition, will labour learn that it cannot get more goods for less work." If he had read a little more carefully, he might have noticed, at page 1351, a table showing that in 1900 average weekly hours in manufacturing were





60, and average weekly wages \$7.00; and that in 1950 hours had fallen to 43, and wages had risen to \$44.00. Unless we are to assume that prices are almost nine times as high as in 1900, or that people did an awful lot more work in an hour than they do now, it looks as if Labour had managed to do pretty well in getting more goods for less work. Which of course, in an advancing industrial society, is exactly what we have a right to expect.

Social workers will perhaps be most interested in the section of this same article which deals with social changes since 1900: the larger and larger role of government, the development of mothers' allowances, old age pensions, unemployment relief, unemployment insurance, family allowances, workmen's compensation, housing; the growth of educational opportunities, the assimilation of immigrants, the changing attitude towards the employment of women, changes in recreation and culture.

Anyone using this volume as a reference work for the exact dates of various events, or the dates and names of particular Acts, will have to be careful. In this respect, some of the articles seem to have been compiled on the principle, "Let not thy right hand know what thy left hand doeth." Anyhow, there are some striking discrepancies between different articles, and a goodish number of inaccuracies. Luckily most of these blemishes are minor, and do not seriously detract from the value of this record of progress, a record particularly inspiriting at a time when we are almost beginning to doubt whether progress is possible.

EUGENE FORSEY,  
*Canadian Congress of Labour.*

**ORTHOPSYCHIATRY 1923-1948.  
RETROSPECT AND PROSPECT,**  
edited by Lawson G. Lowrey and  
Victoria Sloane. American Ortho-  
psychiatric Association Incorporated,  
New York, 1950. 614 pp. Price \$8.50.

The purpose and contents of this book are implied in its title. This compilation of papers by members of the American Orthopsychiatric Association is designed to survey the origin and development, practices and functions of orthopsychiatry, and to indicate probable trends in the future.

Orthopsychiatry is described as "a philosophy, a way of thinking, and a common enterprise of several disciplines rather than a single functioning branch of medicine, social work or education." It is often considered to be the same thing as mental hygiene, but its greatest concerns are with the care of borderline conditions and the prevention of mental disorders, in other words with the treatment of mental illness in its beginning stages and with the prevention of illness. Since this concern is shared by many groups, it goes without saying that this volume will appeal to a wide audience.

The book opens with a comprehensive survey of the development of the child guidance clinic and the consequent recognition of the need for expanding the preventive aspects of the work. Out of this growing interest and understanding, the American Orthopsychiatric Association was formed in 1924. The second section, which is concerned with the interpenetration of disciplines, points up the necessity for a pooling of knowledge and techniques from the related fields, in order to understand and influence behaviour therapeutically. The related fields specifically mentioned include clinical psychology, education, anthropology, pedi-

iatrics, family case work and industry. Section three discusses in concrete terms this pooling of knowledge. Chapters are devoted to the Cleveland Guidance Centre and the Philadelphia Child Guidance Clinic to illustrate integration of services.

The frequent references throughout stress the fact that, since the beginning of the movement, social work has contributed much to the understanding of the individual and his social milieu, and the interaction of the one on the other. Social work has also gained much through working with the other participants in the treatment program. Of special interest to social workers are the papers by Madeleine U. Moore, Ethel Ginsburg, and Charlotte Towle.

Miss Moore's paper discusses the contribution of orthopsychiatry to family case work, and, particularly the importance of family relationships in the growth and development of the child. She points out that orthopsychiatry has helped the family case worker understand the implications of behavior and improved his judgment of what course of treatment to follow.

In her references to social case work versus psychotherapy, Mrs. Ginsburg makes a strong appeal to social workers to remember the social orientation of their training and the great opportunity and responsibility they have in helping other members of the team understand the individual in his social setting.

Miss Towle's article reviews some fine points of treatment, emphasizing the need to understand relationships between parent and child and between worker and client. In order to be able to help effectively, the worker should be clear regarding his role and have a good understanding of the basic factors involved. Miss Towle reminds us that treatment to one member of a family cannot be given without affecting the group. The focussing of treatment calls for discrimination and confidence in diagnostic materials.

*Orthopsychiatry* is a valuable source of information to anyone interested in the development of present-day understanding of behavior and in the treatment of behavior deviations.

MARGARET M. BURNS,  
*Toronto Psychiatric Hospital.*

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## COMING EVENTS OF INTEREST TO COUNCIL MEMBERS

**JANUARY 31.** Meeting of Board of Governors of the Council, King Edward Hotel, Toronto, at 9.30 a.m.

**FEBRUARY 1-2.** Adoption Institute for Child Welfare Agencies in Western Ontario, London, under the joint auspices of the Ontario Association of Children's Aid Societies and the Canadian Welfare Council.

**MARCH 9-10.** Meeting of French-speaking members of the Council, Montreal.

**MAY 2-4.** Annual Meeting of the Canadian Welfare Council, King Edward Hotel, Toronto.

**MAY 13-19.** National Conference of Social Work, Atlantic City.

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